Appendix K—Implementation Timeline

In this section of the report we provide a two-year schedule for implementing the Panel's major recommendations. As we mentioned at the beginning of this report, correctional change doesn't happen overnight and California's leaders will need to take deliberate steps to ensure that they provide the CDCR with the sufficient support it needs to effectively move in this direction—this includes necessary legislation, required funding, and most of all, adequate time. We note that although we present a two-year implementation timeline, we do not expect that California will begin to realize the benefits of those changes within that short time frame. Those who have studied what it takes to successfully reform public institutions say that of the three things necessary for success: resources, commitment, and time, time is the most important. Frederick Hess (1999), who has written books on educational reform, says it takes a minimum of five years to accomplish observable reform and RAND (2006) puts the time at eight years.

Our implementation plan identifies six major tasks that can be accomplished in two years. Within each major task, we list a series of sub-tasks. Each sub-task includes the agency(s) or entity(s) that will be primarily responsible for completing the task, as well as a recommended completion time frame.

Implementing the recommendations of this report will require the full commitment not only of the CDCR, but also the Governor's Office, and the Legislature. In particular, the Governor's Office and Legislature must quickly develop and pass new legislation over the next few months that will create meaningful incentives for prisoners and parolees to participate in and complete rehabilitative programs. As we have already stated, if offenders don't have access to rehabilitation programs or incentives for completing them, then California cannot expect to reduce its recidivism rates. Therefore, the top legislative priority should be to pass the laws needed to remove these two external barriers.

We believe that this implementation plan provides a pragmatic strategy for implementing our recommendations and will allow the CDCR to integrate sound rehabilitation based policies, practices, and programs into the fabric of its operations, both in prison and in the community.

Major Task 1: Adopt Expert Panel Plan and Recommendations
(July 2007 – October 2007)
This major task group is designed to lay the basic foundation for California to begin transforming the CDCR. In this task group, the CDCR needs to conduct a number of briefings with state and local agencies and stakeholder organizations, whose cooperation and commitment are essential for the recommendations to succeed. In these briefings, the CDCR and available Panel members need to present the findings of the Panel, as well as the recommendations. Subsequent to these briefings, the Legislature and Governor's office need to reach an agreement to adopt the Roadmap and begin the process of ensuring that offenders have access to and incentives for completing rehabilitation programming.

Major Task 2: Craft and Pass Legislation and Change Policies to Create Access to and Incentives for Program Participation
(October 2007 – June 2009)

This group of task presumes that the Governor's Office, Legislature, and CDCR Secretary have agreed to implement the Panel's recommendations. In this group of tasks the Governor's Office and Legislature will be crafting and passing the necessary legislation to create access to and incentives for rehabilitation program participation. At the same time, the CDCR will be drafting policy changes to implement graduated parole sanctions. Once the new legislation and policies are adopted and codified, the CDCR would begin applying these new measures to its adult offenders who qualify. As part of the legislative process, lawmakers will have to determine whether or not they will apply these new laws retroactively, and if so, to what extent.

Major Task 3: Develop or Adopt and Implement Risk to Reoffend Assessment Instrument
(October 2007 – June 2009)

In this major task group, the CDCR will either develop or adopt a risk to reoffend assessment instrument to use with its adult offenders. The CDCR has sufficient data in its current information systems to quickly adopt and begin using a relatively straightforward risk to reoffend assessment instrument. Coupled with activities in Major Task 4, these steps serve as the foundation for matching the right offender to the right program.

Major Task 4: Select and Implement Offender Needs Assessment Instrument
(July 2007 – June 2009)

Because the CDCR is currently using the COMPAS with its parole population and plans to begin piloting the COMPAS with its prison population in June 2007, this major task group can begin immediately. The CDCR needs to make a quick decision on whether it plans to rely exclusively on the COMPAS or try another instrument. In either case, the CDCR must begin assessing all appropriate prisoners and parolees using the selected needs assessment instruments. Also included in this task group is validation of the COMPAS instrument that is currently being used in the CDCR Parole Division.

Task 5: Begin Assigning Offenders to Appropriate Services Based on Risk and Needs
(September 2007 – June 2009)

In this group of tasks, the CDCR will begin assigning prisoners and parolees to rehabilitation programs and services based on their risk to reoffend levels and needs assessment results. Concurrent with assessment-based assignment, the CDCR will also need to evaluate its rehabilitation programs and terminate those that don't meet the criterion for evidence-based programming and expand and add those that do. We recommend a common program curriculum that can be consistently offered system-wide.

Major Task 6: Pilot New Programs
(February 2008 – June 2009)

In this final group of tasks, the CDCR will develop new programs as their assessment instruments indicate. These new programs must be based on "what works" or "promising" research. It will also be essential that an experimental design with random assignment be part of the pilots for these programs.

Appendix K—Implementation Timeline

Tasks	Responsibility	2007						2008												2009					
		J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
Major Task 1: Adopt EP Plan and Recommendations																									
1.1 Brief Governor, Key Legislators, CDCR Senior Managers, Labor Unions, Federal Courts, Appropriate Boards, Panels, and Commissions, and Media on report recommendations.	EP/CDCR	X	X																						
1.2 Brief Key County and Local Governments and Community Groups on report recommendations.	EP/CDCR	X	X																						
1.3 Refine implementation plan based on feedback received in briefings.	CDCR/EP			X	X																				
1.4 Governor's Office and Legislature reach agreement to adopt and implement legislative recommendations in report: access (overcrowding) and incentives (earned credits).	LEG,GOV			X	X																				
1.5 CDCR Secretary agrees to adopt and implement non-legislative recommendations in report.	CDCR			X	X																				
1.6 Determine budget and secure funding pool to support report recommendations.	GOV/LEG/CDCR					X																			
Major Task 2: Craft and Pass Legislation and Change Policies to Create Access to and Incentives for Program Participation																									
2.1 Draft graduated parole sanctions guidelines policy.	CDCR/EP			X	X	X																			
2.2 Draft and pass legislation for earned program credit and good time credit incentives.	LEG/GOV/CDCR/EP			X	X	X	X																		
2.3 Apply new graduated parole sanctions.	CDCR									X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
2.4 Apply no supervision policy to low risk parolees.	CDCR									X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
2.5 Apply new earned program credits to offenders who successfully complete rehabilitation programs.	CDCR									X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
2.6 Apply new good time credit incentives to offenders who positively manage their behaviors.	CDCR									X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
2.7 Apply early parole termination for low risk parolees.	CDCR													X	X	X	X	X	X	X	X	X	X	X	X
2.8 Measure recidivism rates.	CDCR/EP													X	X	X	X	X	X	X	X	X	X	X	X
Major Task 3: Develop or Adopt and Implement Recidivism Risk Assessment Instrument																									
3.1 Develop recidivism risk instrument.	CDCR/EP			X	X	X																			
3.2 Develop criteria for applying risk results to offenders to determine program placement.	CDCR/EP			X	X	X	X	X																	
3.3 Train CDCR staff at prison reception centers.	CDCR					X	X	X	X																
3.4 Apply risk assessment to selected new admissions.	CDCR									X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
3.5 Apply risk assessment to existing prison population.	CDCR									X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
3.6 Evaluate and monitor and risk assessment data.	CDCR/EP											X	X	X	X	X	X	X	X	X	X	X	X	X	X
3. Validate COMPAS.	CDCR						X	X	X	X	X	X	X	X	X	X	X	X							
Major Task 4: Select and Implement Offender Needs Assessment Instruments																									
4.1 Review COMPAS and other needs assessment tools.	CDCR/EP	X	X	X																					
4.2 Select appropriate needs assessment tools.	CDCR/EP			X	X	X																			
4.3 Pilot needs assessment instruments as needed.	CDCR.			X	X	X	X	X																	
4.4 Implement needs assessments on selected prison and parole admissions.	CDCR									X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
4.5 Evaluate and monitor needs assessment data and program outcomes.	CDCR/EP									X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Major Task 5: Begin Assigning Offenders to Appropriate Services Based on Risk And Needs																									
5.1 Develop certification standards for existing programs.	CDCR/EP			X	X	X																			
5.2 Identify existing certified treatment services-programs.	CDCR			X	X	X	X	X	X																
5.3 Develop procedures for assigning offenders to program services based on risk and needs assessment.	CDCR/EP			X	X	X																			
5.4 Terminate ineffective programs.	CDCR					X	X	X	X	X	X														
5.5 Assign offenders to rehabilitation programs based on risk and needs assessment data.	CDCR									X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	
5.6 Expand effective prison programs as needed.	CDCR													X	X	X	X	X	X	X	X	X	X	X	X
5.7 Expand effective parole programs as needed.	CDCR													X	X	X	X	X	X	X	X	X	X	X	X
5.8 Conduct process and outcome evaluations of expanded programs.	CDCR/EP																		X	X	X	X	X	X	X
Major Task 6: Pilot New Programs																									
6.1 Develop new programs.	CDCR/EP							X	X	X	X	X	X												
6.2 Develop evaluation criteria.	CDCR//EP							X	X	X	X														
6.3 Issue RFPs as needed.	CDCR/EP											X	X												
6.4 Select two new prison and two new community programs to pilot.	CDCR/EP											X	X	X											
6.5 Fund service providers.	CDCR														X	X	X								
6.6 Implement new programs.	CDCR																	X	X	X	X	X	X	X	X
6.7 Conduct evaluations.	CDCR/EP																		X	X	X	X	X	X	X

Legend: EP—Expert Panel; CDCR—California Department of Corrections and Rehabilitation; LEG—Legislature; GOV—Governor's Office